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ORD 3464-67   69

CODIB-D-119
7 June 1967

UNITED STATES INTELLIGENCE BOARD

COMMITTEE ON DOCUMENTATION

MEMORANDUM FOR: USIB Committee on Documentation

SUBJECT   : Proposal for Establishing a USIB Committee
                  on Information Handling

REFERENCE   : DIADR memorandum to Chairman USIB of
                  27 April 1967, circulated under cover of
                  USIB-D-39.1/2, 9 May 1967

    1. The following background material is circulated herewith
to assist members in evaluating referent proposal:

        TAB A: CODIB Background Notes

        TAB B: Summary of Selected CODIB Actions

        TAB C: CODIB Membership

    2. Please feel free to call upon me or the CODIB Support
Staff for any further assistance we may be to your principals
or yourselves.

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Chairman

Attachments

GROUP 1
Excluded from automatic
downgrading and
declassification

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TAB A

CODIB BACKGROUND NOTES

The Committee on Documentation (CODIB) is one of 15 standing committees of the United States Intelligence Board (USIB).

Our charter is set forth in DCID 1/4, which incorporates by reference paras. 3b(2) and 6a(3) of NSCID 1.

We have defined "documentation" broadly to give the Committee freedom of action to work on a wide range of problems.

The thrust of the Committee's mission is to make better use of information of intelligence value.

The functions in essence indicate the means by which this objective is to be sought--improved communication-- through:

> . keeping each other informed about what's going on;

> . mutual assistance; and,

> . common undertakings.

The Committee has from the beginning been the result of a grass-roots need for collaboration in areas of mutual con- cern. The Committee's work has thus been wide-ranging (see TAB B for selected CODIB actions). A major effort was the study of the community's information holdings and its channels of communications, which attracted interest at the national level. In a memorandum (7 Feb 64) to Messrs. McNamara and McCone, Mr. McGeorge Bundy stated:

> "We believe that the recent extensive study of documentation and information handling within the community, known as the [CODIB's] SCIPS Study, gives an important access to methods of evaluation, since for the first time a compre- hensive and manageable survey of the articulation of the intelligence product and circulation to its users has been made."

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Until recent PFIAB initiatives, all actions taken by the
Committee were on the initiative of CODIB members.

The Committee reports to USIB through the USIB Executive
Secretary by submitting Annual Reports of its activity,
progress reports on special programs, and by submitting policy
and action papers for USIB approval at formal USIB meetings
or by vote memorandum.

In 1962, the DCI's Coordination Staff (predecessor to
NIPE) reviewed the USIB committee structure and concluded
that:

> "The Committee on Documentation should be retained
> since it supports USIB with respect to the coordi-
> nation of important, complex, accelerating pro-
> grams necessarily conducted by most USIB agencies
> and influenced by similar programs in progress in
> many non-USIB agencies. Moreover, it directly
> supports USIB in carrying out approved JSG Recom-
> mendation No. 40 relating to automatic data pro-
> cessing systems."   (USIB-D-27.1/18)

The Deputy for National Intelligence Programs Evaluation
is brought into the picture either at DCI direction, on his
own motion as a result of keeping informed through represen-
tation at CODIB meetings or receipt of information copies of
CODIB papers, or at Chairman CODIB's request.

All USIB member agencies are also members of CODIB. In
addition we have expanded participation to include parties
at interest whether or not represented on USIB or other
committees. Thus we have representation from DOD/DDR&E, the
National Science Foundation and Bureau of Standards. On the
other hand the AEC has not been active for some time.

Where representation selected from a component of one
agency leaves another interested component of that agency
without direct participation, we strive to compensate by
having the latter provide the alternate. Thus State INR
provides the member, and State O/MP Operations the alternate.

Members are urged to bring in interested components on
a selective basis. The AF member from ACSI may, for example,
bring in representation from SAC or FTD/AFSC.

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Our philosophy, as stated in our 1965 Annual Report (USIB-D-39.3/9, page 8), and reiterated by DCI in the fore-word of the CIA report of 4 March 1966 to the PFIAB/OST Guidance and Evaluation Panel is:

- to improve departmental information handling systems;

- to improve communication between systems within departments, and between departmental systems; and,

- to develop community-wide information networks.

We recognize and accept certain constraints upon what can be accomplished by joint action because of:

- the primary responsibility of USIB members to their command channels for carrying out basic departmental and service missions; and,

- the impact of the NSC allocation of intelligence collection and production responsibilities among agencies upon supporting information processing programs.

The machinery we have relied upon to tackle problems reflects the demands of the time. Currently, it comprises:

- the Committee itself

- CODIB Support Staff

- Subcommittee on Foreign Publications

- Working Group on Remote Systems Input*

- Working Group on Emergency Planning

- Working Group on PFIAB Recommendation #1 (Education)*

    * Note: USIB action complete and Task Team discharged but implementation being monitored by CODIB.

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- Working Group on PFIAB Recommendation #2 (Community on-line system)

- Subcommittee on Standardization

- CODIB Task Teams:

    I.   Content Control*

    II.   Item Identification*

    III. Foreign Publications*

    IV.   Installations*

    V.   Biographics

    VI.   Research & Development

    VII. Analyst Communication

    VIII. Photo Chip

    IX.   ADP Systems Library*

          * Note: USIB action complete and Task
                   Team discharged but implementation
                   being monitored by CODIB.

Personnel assigned to CODIB tasks--except for four professionals in the CODIB Support Staff--are drawn from the ranks of analysts and operators who assume these tasks as additional duty.

The weaknesses of CODIB are attributable to a number of causes:

- The interest of management in and the degree of development of individual departmental programs varies greatly among USIB member agencies.

- Responsibilities of individuals on CODIB vary greatly. This affects their attitudes as well as their ability to act effectively in their own departments.

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. Experience of members in information process-
ing is uneven.

. CODIB assignments are in addition to other
duties and often are relegated low priority.

. Membership turnover is high.

. The common denominator of CODIB agreement may
be so large as to negate the utility of the
solution.

CODIB has, on the other hand, certain elements of
strength:

. CODIB's program is flexible and therefore
can concentrate on areas of genuine mutual
concern.

. Each member discharges his departmental
responsibilities with greater cognizance of
and consideration for the activities of
others.

. Longevity of some membership lends stability.

. CODIB subcommittees, working groups and its
Support Staff bring expertise to bear on the
problems addressed.

. Securing participation of officials who have
departmental operating responsibilities gives
greater assurance of utility and acceptance
of results.

In practice, a review of the record indicates that,
CODIB's performance has been strongest in formulating USIB
policy statements, in obtaining acceptance among member
agencies of CODIB rulings on the application of policy to
specific situations, and in keeping its members informed on
important developments of professional interest.

We have had our greatest difficulties, and we have made
the least headway, when CODIB has concerned itself with
matters already the subject of controversy within a given
department. In other words, a committee such as CODIB cannot

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be successfully used to resolve at the community level
problems which members have failed to resolve internally for
themselves. Thus, for example, the particularly difficult
time CODIB has had in addressing the photo chip, or the
coordination of information processing R&D.

Between our successes and near failures, there lie a
number of other matters where CODIB performance has varied
from quite good to not so good. Our fact-finding surveys
have been good, though the time taken to make them has often
seemed inordinately long. The production of standards has
also been possible through our mechanism. We have been,
however, notably less successful in getting member agencies
to implement the standards and recommendations once developed.

The following references are selected to provide the
reader with minimal access to CODIB documentation and still
to obtain the flavor of the scope and nature of its activity.

      a.   CODIB charter - DCID 1/4 (New Series),
          Committee on Documentation (CODIB),
          23 Apr 65.

      b.   CODIB Support Staff: Mission and Functions,
          CODIB-D-111/3, 30 Oct 64.

      c.   CODIB First Annual Report, CODIB-AR-1,
          15 Jul 59.

      d.   Terms of Reference for Study of USIB
          Information Processing Problems, USIB-D-39.7/1,
          Final, CODIB-D-82/9, 11 Jul 61.

      e.   Report of CODIB's Staff for the Community
          Information Processing Study (SCIPS),
          USIB-D-39.7/5, 16 Mar 64.

      f.   CODIB Eighth Annual Report, CODIB-AR-8,
          14 Oct 66.

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TAB B

SELECTED CODIB ACTIONS

I. <u>USIB Policy Formulation</u>

. Allocation of collection, reference and production responsibilities among community members. Approved by USIB on 17 Dec 58 as DCID 1/9, and revised by USIB in 1961 (CODIB-D-88).

. Release of intelligence information to contractors, resulting in uniform procedures, a much freer flow, but better control (USIB-D-35.9/2, 10 Nov 59).

. Reproduction and disclosure of intelligence materials, resulting in the abrogation of the "third agency rule" for much of intelligence among community members, and incorporated in DCID 1/7: Control of Dissemination and Use of Intelligence (USIB-D-39.4/1, 25 Aug 59).

. Capturing information in machine language now, in anticipation of inevitable future needs in controlling indexes and reference collections (USIB-D-39.5/14).

. ADP policy, in collaboration with SIGINT Committee, for a central ADP system description file on SIGINT systems (CODIB-D-94/6 SC; USIB-S-13.1/4, 24 May 63).

II. <u>Rulings on USIB Policy Application</u>

. At DIA request, made a ruling on the application of USIB policy on release of intelligence to Defense Research Division of the Library of Congress, a DIA contractor (CODIB-D-42/18, 22 July 65).

. At AF request, made a ruling on the releasability of the Intelligence Publications Index to RAND (CODIB-M-85, Attachment 2, 20 Jan 67).

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III. Supporting USIB on PFIAB and Related Matters

. Contributed a section to DCI's response to Mr. McGeorge Bundy's request for a USIB report on U.S. foreign intelligence objectives, specifically objective number three (CODIB-D-107 series).

. Coordinated community support to the Joint PFIAB-OST Guidance and Evaluation [Knox] Panel during the course of its extensive investigation of all information handling activities of the intelligence community.

. Prepared the USIB program and response to the President's call for systems training of intelligence community personnel (USIB-D-39.7/20, 16 Feb 67).

. Inaugurated the Community On-line Intelligence System (COINS) in response to the President's call for an extension of NSA's time-sharing system to include a community-wide experiment in a computer on-line, common data base (USIB-D-39.7/11, 24 Sep 65; USIB-D-39.7/18, 8 Sep 66).

IV. Joint Undertakings and Program Support

. Development of community requirements for a machine-language byproduct typewriter for use in overseas installations, including resolution of the technical problem of eliminating compromising electronic emana-tions (USIB-D-39.5/5, 1 Mar 61; CODIB-D-85.2, 16 Jun 61).

. Development of community communications links for transmission of information by facsimile or some similar means, which resulted in present Long Distance Xerography (LDX) net between operations centers (CODIB-D-63).

. Plan for a biographic information network (CODIB-D-82/14).

. Joint funding arrangements for support of Library of Congress indexes (Monthly Index of Russian Accessions; East European Accessions Index; Calendar of Forthcoming International Events), National Academy of Science Automatic Language Processing Advisory Committee and machine translation projects (e.g. CODIB-D-56/1).

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V. Conducting Surveys

. Made a comprehensive survey of the community's information holdings, the channels used for exchanging information, the media employed for publishing it, as well as, the identification of originators and recipients thereof (Staff for Community Information Processing Study [SCIPS] USIB-D-39.7/5, 16 Mar 64).

. Studied problems in analyst-to- analyst communications (CODIB-D-111/1.7/5, 7 Apr 67).

. Studied problems in coordination of research and development in support of intelligence data handling (CODIB-D-111/1.6/5, 30 Jan 67).

. Examined the overall effectiveness of the community's programs for procuring and processing foreign publications and initiated action to increase the effectiveness of these programs (CODIB-D-111/1.3/5, 20 Apr 66).

. Examined the biographic systems of the community and identified means for improving the storage, retrieval and exchange of information from major name files (CODIB-D-111/1.5/6, 17 Nov 66; T/V/R-1, 1 Feb 66).

VI. Establishing Guidelines for the Development of Systems

. Formulated tentative criteria on compatibility, and established the principle that "the impact of innovation in any one information system on other systems in the intelligence agencies is a matter of common concern" (CODIB-D-26, 25 Feb 59).

. Designed a common format for Information Reports which was adopted by CIA and Army in FY 1959, and later became essentially the community format with its current usage by CIA and DIA (CODIB-AR-1, page 9, 15 Jul 59). See also the CODIB study of the common format and related problems involving Foreign Service Reporting (CODIB-D-78, 7 Mar 61).

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> . Reviewed and provided guidance on compatibility to agencies developing major systems. These included CIA's Project WALNUT (CODIB-D-33/2, 18 Jun 59), AF/SAC/GE's 438L (CODIB-D-49, 30 Nov 59), CIA's and AF's Minicard (CODIB-D-23/1, 30 Jun 60), Army's ACSI-MATIC and community MT projects.

VII. **Producing Standards, Common Index Codes and Bibliographic Aids**

> . Undertook a major revision of the Intelligence Subject Code (and accompanying Area Code) and published it in 1960, since which date CODIB revisions have appeared in 1962, 1964 and 1967, with ever widening use in the community (CODIB-AR-2, page 10, 30 Jun 60). Arranged for training of community personnel in use of code by CIA.

> . Published the Union List of Intelligence Serial Publications.

> . Adopted and collaborated in production by CIA of Intelligence Publications Index (IPI), a monthly guide to finished monographic and periodical intelligence literature.

> . Produced the USIB Content Control Code for improving dissemination and control of intelligence reports by coding at source (USIB-D-39.7/21, 3 May 67).

> . Developed a plan, now being implemented, for a central inventory and standard identification of intelligence document titles (USIB-D-39.7/14, 17 Jan 66).

> . Developed uniform formats for the identification of physical installations and geographic features to facilitate processing and exchange of intelligence and documents thereon (USIB-D-39.7/13, 5 Jan 66).

> . Studied feasibility of adopting a standard photo chip for handling reconnaissance photography (CODIB-D-111/1.8/5, 6 Jan 67).

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VIII. Cooperation with Other Parts of Government

- Affiliated with CODIB representation from the National Science Foundation, the National Bureau of Standards and Defense DDR&E.

- Provided representation on BOB committees working on information processing problems from overall Government viewpoint.

- Cooperated with COSATI, the Federal Council on Science and Technology's Committee on Scientific and Technical Information (CODIB-D-118/1, 1 Mar 67).

IX. Informing Members

- Built special collection of automation literature (CODIB-D-34), including announcements of recent documentation literature (CODIB-M-13).

- Arranged or sponsored briefings on systems, techniques, equipment and field trips to see systems operating on site e.g. planning CODIB attendance at IFIPS Congress (CODIB-D-98/3); visit to Documentation, Inc.'s NASA facility (CODIB-A-88); demonstration of machine translation operation (CODIB-D-102).

- Circulated information on CODIB-sponsored research studies (CODIB-D-104, 27 Nov 62).

- Published, as annexes to the annual report, a resume by members of the information processing developments in their respective agencies (e.g. CODIB-AR-8, Appendix C, Sections 1 through 6).

- Developed a plan, now being implemented, for establishing and maintaining a library of descriptions of community ADP systems (USIB-D-39.7/17, 17 Sep 66).

- In support of its emergency planning activity (CODIB-D-46/4), coordinated community intelligence deposit programs, and informed members of the dispersed locations of collections of finished intelligence (CODIB-EP-D-2, 15 Feb 66).

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. Prepare extensive minutes, progress reports and annual
reports designed to alert, inform and educate (see e.g.
CODIB-AR-8, 14 Oct 66).

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TAB C

CODIB MEMBERSHIP

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AGENCY	NAME	TITLE

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AGENCY	NAME	TITLE
SECRETARY	[ ] DIA	Chief, CODIB Support Staff
CIA 25X1	[ ]	Chief, CIA Information Processing Staff
DIA 25X1	[ ]	Chief, Resources, Liaison and Special Projects Group, ADPS Center
STATE	Mr. James A. McDevitt	Director of the Executive Staff, Bureau of Intelligence and Research
DEFENSE	Dr. Ruth Davis*	Staff Assistant to the Director, Intelligence and Reconnaissance, DDR&E
ARMY	Lt. Col. Raymond W. Kelley	Chief, IDHS (Intelligence Data Handling Systems) Branch, Systems Development Division, Director of Surveillance and Reconnaissance
NAVY	Capt. Wendell J. Furnas	Commanding Officer, Naval Intelligence Processing, System Support Activity
AIR FORCE	Col. Chester H. Morneau	Chief, AFNINB (Intelligence Data Handling Systems Group)
NSA 25X1	[ ]	Chief, P2, Systems Applications Desk

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* Until 22 April 1967. Matter of successor is under advisement.

AGENCY	NAME	TITLE
AEC	Dr. Charles H. Reichardt*	Director of Intelligence, U.S. Atomic Energy Commission
FBI	Mr. William O. Cregar	Special Agent, Liaison Section

Technical Consultant

NBS	Dr. Samuel N. Alexander	Senior Research Fellow, National Bureau of Standards

Associate Member

NSF	Dr. Burton W. Adkinson	Head, Office of Science Information Service, National Science Foundation

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* AEC does not participate, but is kept informed.

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DATE OF DOC	DATE REC'D	DATE OUT	SUSPENSE DATE	CROSS REFERENCE OR POINT OF FILING
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TO   D/ORD, C/AN and

FROM

SUBJ. Proposal for Establishing
a USIB Committee on Information
Handling. 6X CODIB-D-119

Rec'd copies 67, 68, and 69.

ROUTING	DATE SENT

COURIER NO.	ANSWERED	NO REPLY

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